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Message Text

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ACTION OES-07

INFO OCT-01 EA-10 ISO-00 DLOS-09 EB-08 L-03 INT-05
COME-00 OIC-02 CG-00 DOTE-00 EPA-01 CIAE-00
INR-10 NSAE-00 AGRE-00 SSO-00 INRE-00 IO-13 /069 W
----------045953 020636Z /11
O 020602Z JUN 78
FM AMEMBASSY WELLINGTON
TO SECSTATE WASHDC IMMEDIATE 5673
INFO AMEMBASSY CANBERRA IMMEDIATE
AMEMBASSY SUVA IMMEDIATE
AMEMBASSY PORT MORESBY IMMEDIATE
CINCPACREP GUAM IMMEDIATE
AMEMBASSY TOKYO

C O N F I D E N T I A L SECTION 01 OF 02 WELLINGTON 02909

CINCPACREP PASS LNO STATUS, DEPARTMENT FOR OES

EO 11652: XGDS-DOWNGRADE JUNE 1, 1988
TAGS: EFIS, PLOS, XP, NZ
SUBJECT: SOUTH PACIFIC REGIONAL FISHERIES ORGANIZATION
- (SPRFO): UPCOMING SUVA MEETING

REF: A) STATE 138676, B) STATE 139015, C)WELLINGTON 2789
(NOTAL)

1. PRIOR TO FISHERIES DELEGATION DEPARTURE FOR SPRFO SUVA MEETING, OES MAY WANT TO OBTAIN FROM GNZ EMBASSY COPIES OF TWO TELEGRAMS DATED MAY 30 AND JUNE 1 FROM GNZ EMBASSY PORT MORESBY. PERTINENT PORTIONS OF TELEGRAMS FOLLOW:

- A) GNZ HIGH COMMISSIONER MANSFIELD MET WITH SOMARE MAY 29. HE REPORTS:

- "ONE POSITIVE FACT WHICH EMERGED FROM OUR DISJOINTED
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DISCUSSION HOWEVER WAS THAT SOMARE HIMSELF HAS AN OPEN MIND ON THE QUESTION OF UNITED STATES PARTICIPATION IN THE SPRFO. HE LISTENED CAREFULLY TO THE CASE AS WE SAW IT FOR US PARTICIPATION AND SAID THAT HE WAS WILLING TO BE PERSUADED THAT US MOTIVES IN SEEKING ADMISSION TO THE SPRFO WERE SINCERE AND CONSTRUCTIVE AND IN THE INTERESTS OF ALL OF US. AT THE SAME TIME HE INDICATED

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THAT HIS MAIN WORRY WAS THAT THE UNITED STATES, ONCE IN THE ORGANISATION, WOULD TEND TO DOMINATE IT. HE SUGGESTED THAT THIS HAD ALSO BEEN NEW ZEALAND'S FEELING AT THE MORESBY FORUM AND MADE A POINT OF NOTING, WITH INTEREST, THAT WE HAD CHANGED OUR MINDS. THAT WE HAD DONE SO WAS A FACTOR WHICH WOULD WEIGH WITH PNG. HE HAD HOWEVER ALSO TO TAKE ACCOUNT OF THE VIEWS OF THE FIJIANS AND THE SOLOMON ISLANDERS (I DETECTED A FEELING OF SOME RELIEF THAT PNG WAS NO LONGER ISOLATED ON THIS ISSUE). HE SAID HE WOULD, IN THE LIGHT OF OUR REPRESENTATIONS, TELEPHONE RATU MARA AND EXPLAIN THAT IF HE (RATU MARA) ALSO CAME ROUND TO THE VIEW THAT US PARTICIPATION WAS DESIRABLE THEN PNG WOULD REVIEW ITS PRESENT STAND. HE CONCLUDED BY SAYING THAT THE AMERICANS HAD BEEN MOST REMISS IN NOT MAKING AN EFFORT EARLIER TO EXPLAIN HOW THEIR EXTREME DOMESTIC LEGISLATION COULD BE IN EFFECT NEUTRALISED BY THEIR ADHERENCE TO A CONVENTION SETTING UP AN SPRFO."

- B) TEXT OF PNG PRIMIN SOMARE'S INSTRUCTIONS TO PNG DELEGATION MADE AVAILABLE TO GNZ HIGH COMMISSIONER IN PORT MORESBY ON JUNE 1 INCLUDES THE FOLLOWING:

- "THE FACT THAT WE OF THE SOUTH PACIFIC ARE IN A POSITION TO ESTABLISH SUCH AN ORGANISATION TO GAIN FULL BENEFIT FROM THE CONCEPT OF THE 200 MILE ZONE DOES NOT
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FLOW FROM A LONG-STANDING PRINCIPLE. THE CONCEPT OF THE SOVEREIGN RIGHT OF THE COASTAL STATE IN THE 200 MILE ZONE IS THE RESULT OF THE DETERMINED STAND TAKEN BY SOME DEVELOPING NATIONS THAT THE PEOPLE OF THOSE NATIONS HAD THE RIGHT TO BENEFIT FROM THE MARINE RESOURCES, INCLUDING TUNA, WITHIN 200 MILES OF THEIR COASTS. THIS RIGHT WAS WON IN THE FACE OF OPPOSITION FROM FISHING STATES THAT WISHED TO DENY THE RIGHT OF EXCLUSIVE MANAGEMENT TO THE COASTAL STATES.

- "I AM AWARE THAT SOME COUNTRIES FEEL THAT PAPUA NEW GUINEA ATTACHES TOO MUCH IMPORTANCE TO SEEING THIS PRINCIPLE EMBODIED IN THE CHARTER OF THE ORGANISATION, BUT I CONSIDER THAT IT MUST BE APPARENT TO ALL COUNTRIES WHICH LOOK TO THE EXPLOITATION OF THE TROPICAL TUNA RESOURCE AS A SUBSTANTIAL SOURCE OF BENEFIT TO THEIR PEOPLE, THAT IT IS A PRINCIPLE WHICH WE ARE UNDER A DUTY TO CLEARLY PRESERVE. PAPUA NEW GUINEA ALSO BELIEVES THAT THIS POSITION SOULD BE MAINTAINED IN THE SOUTH PACIFIC TO ENSURE SOLIDARITY WITH THOSE DEVELOPING STATES WHOSE DETERMINATION TO GAIN RECOGNITION OF THIS RIGHT HAS BENEFITED THE COASTAL STATES OF THE SOUTH

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PACIFIC.
- "IF THE ISSUE IS NOT SETTLED IN THE CHARTER OF THE ORGANISATION ITSELF, UNCERTAINTY OVER THE SOVEREIGNTY POSITION WILL SIMPLY TRANSFER THE WHOLE ARGUMENT INTO THE DELIBERATIONS OF THE ORGANISATION ITSELF, AND I BELIEVE AS SUCH WILL MAKE THE ORGANISATION UNWORKABLE.

- "IF THE COUNTRIES OF THE SOUTH PACIFIC ACCEPT A COMPROMISE CONCERNING THEIR JURISDICTION OVER TUNA, THIS WILL BE NOTHING LESS THAN A SURRENDER TO A THREAT OF

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C O N F I D E N T I A L SECTION 02 OF 02 WELLINGTON 02909

CINCPACREP PASS LNO STATUS, DEPARTMENT FOR OES

NON-RECOGNITION.

- "THE BASIC QUESTION IS A VERY SIMPLE ONE. IT IS WHETHER THE VESSELS OF ONE COUNTRY MAY FISH WITHIN THE 200 MILE ZONE OF ANOTHER IF THAT SECOND COUNTRY'S REQUIREMENTS FOR TERMS OF ACCESS ARE NOT MET. IF A COUNTRY'S REQUIREMENTS FOR TERMS OF ACCESS CAN BE NIOVERRIDDEN IN AN ORGANISATION, OR IF ONE OF THE PARTICIPANTS IN THE ORGANISATION CAN, AT THE END OF THE DAY, REFUSE TO RECOGNISE THOSE REQUIREMENTS, THE SOVEREIGNTY ISSUE HAS CLEARLY BEEN COMPROMISED.

- "I WOULD THEREFORE HOPE THAT THE COUNTRIES OF THE

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SOUTH PACIFIC WILL MAINTAIN SOLIDARITY ON SUCH A BASIC
MATTER WHICH IS OF IMPORTANCE TO ALL OF US, AND APPLY
ALL OUR ENERGIES TO NOW ESTABLISHING A SOUTH PACIFIC
FISHING ORGANISATION IN ACCORDANCE WITH THE TERMS OF
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THE PORT MORESBY DECLARATION. OUR SUGGESTION IS THAT
WE SHOULD HOWEVER, AT THE SAME TIME, HAVE REGARD TO THE
ESTABLISHMENT OF THE ADVISORY COMMITTEE ON HIGHLY
MIGRATORY SPECIES AS PROPOSED BY FIJI, WHICH WOULD BE
THE FORE-RUNNER OF AN ORGANISATION WITHIN THE
MEANING OF ARTICLE 64, IN WHICH THE UNITED STATES
COULD PARTICIPATE."

2. FYI: THE SEQUENCE OF THE FOREGOING MESSAGES MAY
BE IMPORTANT. ACCORDING TO MFA'S PAUL COTTON, THE
SECOND, HARD-LINE GPNG POSITION CONTAINED IN SOMARE'S
DELEGATION INSTRUCTIONS WAS ACTUALLY DRAFTED PRIOR TO
MANSFIELD'S MAY 29 DISCUSSION WITH SOMARE AND, THEREFORE,
SHOULD NOT REPEAT NOT BE TAKEN AS THE FINAL POSITION.
ON MAY 30, HOWEVER, GNZ HICOMER MANSFIELD REPORTEDLY
WAS CALLED IN BY FONMIN OLEWALE WHO PROCEEDED TO WARN
THAT SOMARE'S REMARKS OF MAY 29 SHOULD NOT REPEAT NOT
BE INTERPRETED AS ANY SOFTENING OF GPNG POSITION WITH
RESPECT TO EITHER SOVEREIGNTY OR COASTAL STATES RIGHTS.
END FYI.
3. EMBASSY HAS PASSED TO MFA INFORMATION CONTAINED IN
REFTEL A. GNZ OFFICIALS WERE PLEASED WITH INFORMATION
ON THE SIZE OF THE US DELEGATION AND PLANS FOR SEPARATE
OBSERVER STATUS FOR US ISLAND GROUPS WHO DESIRE IT.
REGARDING PARTICIPATION OF CHRIS BEEBE, MFA HAD REACHED
A DECISION JUNE 1, INDEPENDENT OF EMBASSY'S INFORMAL
APPROACH, THAT BEEBE WOULD NOT REPEAT NOT BE CALLED TO
SUVA FROM TEHRAN. DECISION WAS BASED ON GNZ'S
ASSESSMENT THAT JUNE SUVA MEETING COULD NOT BE CON-
CLUSIVE AND WOULD THEREFORE REQUIRE THE CONTINUING
INVOLVEMENT OF BEEBE. THIS THE GNZ WAS NOT PREPARED
TO ACCEPT. (FYI: GNZ PROPOSES AND IS LIKELY TO SUPPORT
EFFORTS TO PERSUADE THE SECRETARY TO THE GOVERNMENT
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OF TONGA, TANIELA "DAN" TUFUI, WHO HAS ALSO BEEN TONGA'S
LOS DELEGATE AND IS A LAWYER, TO ACCEPT THE CHAIRMAN-
SHIP. END FYI.)

4. QUESTIONED ABOUT THE ATTITUDES OF SOLOMON'S AND FIJI

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REGARDING USG PARTICIPATION IN SPRFO, COTTON SAID HE WAS CERTAIN THE SOLOMONS COULD BE "BROUGHT AROUND" TO ACCEPTING THE USG'S INCLUSION. HE IS LESS CERTAIN ABOUT FIJI, HOWEVER, NOT BECAUSE HE BELIEVES IT HAS BECOME INTRANSIGENT, BUT SIMPLY BECAUSE THE GNZ HAS NO CLEAR READING OF WHAT APPEARS TO BE FIJIAN VACILLATION.

5. COMMENT: EMBASSY VIEWS THE SUVA MEETING AS A FURTHER STOP ON THE LONG AND PERHAPS PAINFUL EDUCATIONAL PROCESS WHICH MORRIS BUSBY AND HIS TEAM BEGAN IN APRIL. IN THIS RESPECT, EMBASSY IS HEARTENED BY THE WORD THAT AMBASSADOR OLMSTEAD WILL BE MEETING WITH PNG PRIMIN SOMAREIN PORT MORESBY PRIOR TO THE JUNE 5 MEETING, AND THAT THE USG-GPNG DELEGATIONS WILL ENGAGE IN INFORMAL BILATERAL DISCUSSIONS IN SUVA ON JUNE 4. PERHAPS OVER-OPTIMISTICALLY, EMBASSY BELIEVES SUFFICIENT FLEXIBILITY REMAINS FOR AN USG-GPNG ACCOMMODATION TO BE REACHED. THE GNZ WILL CERTAINLY BE FULLY SUPPORTIVE OF OUR EFFORTS. IF THE US DELEGATION, IN ITS INFORMAL TALKS, CAN ELICIT FROM THE GPNG DELEGATES JUST WHAT IT IS THEY FEAR IN AN SPRFO WHICH INCLUDES THE US, IF WE CAN DRAW OUT JUST HOW THE GPNG FEARS WE WILL "DOMINATE" AN SPRFO, THEN, AT LEAST, WE CAN BEGIN RESPONDING TO THEIR APPREHENSIONS. EMBASSY KNOWS THAT THE GNZ IS PLEASED BY THE RECENT ACTIVITY AND SHARES SOME OF THE GNZ'S OPTIMISM THAT THE EVOLUTIONARY PROCESS WHICH IS UNDER WAY CAN ULTIMATELY LEAD TO AN SPRFO WHICH INCLUDES THE USG AS AN ACTIVE AND FULL MEMBER. HEALY

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FISHERIES, REGIONAL ORGANIZATIONS, MEETINGS
Control Number: n/a
Copy: SINGLE
Draft Date: 02 jun 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978WELLIN02909
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: DOWNGRADE JUNE 1, 1988
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780230-0830
Format: TEL
From: WELLINGTON
Handling Restrictions: n/a
Image Path:
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Litigation Code IDs:
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Office: ACTION OES
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 78 STATE 138676, 78 STATE 139015, 78 WELLINGTON 2789
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 05 may 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2135375
Secure: OPEN
Status: NATIVE
Subject: SOUTH PACIFIC REGIONAL FISHERIES ORGANIZATION - (SPRFO): UPCOMING SUVA MEETING
TAGS: EFIS, PLOS, XP, NZ, SPRFO
To: STATE
Type: TE
vdkvgwkey: odbc://SAS/SAS.dbo.SAS_Docs/f912077c-c288-dd11-92da-001cc4696bcc
Review Markings:
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Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014